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ABSTRACT

Designed to assist two-year colleges in increasing their level of involvement in the delivery of services under the Job Training Partnership Act (JTPA), this report describes the JTPA, reviews the role of two-year colleges in JTPA service delivery, and provides information on fiscal year (FY) 1991 JTPA funding availability and levels. Following a letter directed to potential community college service providers, section I describes JTPA legislation, reviewing the specific title authorizations and FY91 funding available for summer youth employment and training programs; employment and training assistance for dislocated workers; programs for Native Americans, and Alaskan and Hawaiian natives; training programs for migrant farm workers; and employment programs for veterans. Section II presents two United States Department of Labor fact sheets reviewing program highlights for the JTPA and the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA). Section III contains a copy of a training and employment guidance letter from the Assistant Secretary of Labor which reviews the purposes of, background to, and guidelines for participation in the JTPA and the Job Opportunities and Basic Skills (JOBS) programs. Included in this section are reference materials and information on the JOBS program, including features that affect activities and responsibilities under the JTPA. In addition, this section provides policy guidance regarding the role that JTPA providers, the State Job Training Coordinating Councils, and private industry councils should play in JOBS. (JMC)

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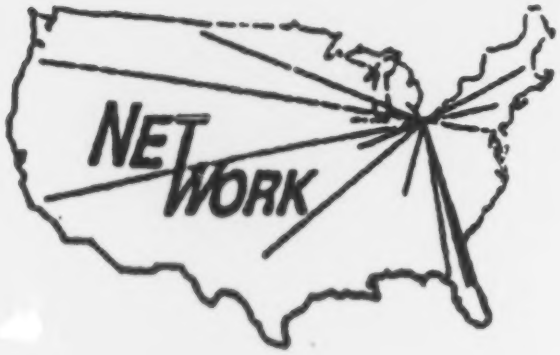


NETWORK:

AMERICA'S TWO-YEAR COLLEGE

EMPLOYMENT, TRAINING AND LITERACY CONSORTIUM

# "REPORT ON U.S. DEPARTMENT OF LABOR PROGRAMS AND FUNDING THROUGH THE JOB TRAINING PARTNERSHIP ACT (JTPA) - 1990"

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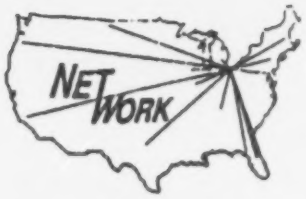


Midway Building
3030 Euclid Avenue
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Dear Employment and Training Colleague:

NETWORK's "Report on U.S. Department of Labor Programs and Funding through the Job Training Partership Act (JTPA) - 1990", is intended to assist you in understanding JTPA and how to actively involve your two-year college in delivering services under JTPA. This past October, for the third consecutive year, NETWORK representatives visited with administrators at the Department of Labor to discuss the role of two-year colleges in JTPA service delivery and also to confirm funding availability and levels.

The results of those discussions are represented within this report, as are the actual funding levels which are available during JTPA Program Year (PY) 1990 (FY'91). Unfortunately, this year NETWORK was unable to obtain state-by-state funding allocations for JTPA Title II, Parts A and B, and Title III (EDWAA). Hopefully, state-by-state funding charts will once again be included in NETWORK's 1991 Report on JTPA

The NETWORK Board of Directors sincerely hopes that the information contained within this report will be useful to you in helping your two-year college increase its level of involvement in JTPA service delivery.

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SECTION I - JOB TRAINING PARTNERSHIP ACT (JTPA)
FUNDING REPORT FOR PY'90 (FY'91)

DEPARTMENT OF LABOR

JOB TRAINING PARTNERSHIP ACT (JTPA)

AUTHORIZATION: The Job Training Partnership Act of 1982, as amended in 1986 and 1988, provides funding under Titles I, II Parts A (Subparts 78%, 8%, and 3%) and B, III, IV Parts A, B, C, and D. Proposed amendments by the Bush Administration, Senator Simon, and Representative Hawkins did not occur in 1990-91 as originally expected and it is highly unlikely that any changes will occur in FY'91-92.

JOB TRAINING PARTNERSHIP ACT (JTPA)

The Job Training Partnership Act is a federally funded employment and training program that is awarded to each Governor for formula and/or discretionary allocation to local Service Delivery Areas (SDAs), as designated by local demographics, population and unemployment statistics.

Each state establishes a State Job Training Coordinating Council (SJTCC), which provides strategic leadership, guidance, policy oversight, and establishes performance measures. Similarly, each SDA through its local elected officials appoints a Private Industry Council (PIC) composed of representatives from business, industry, education, government, labor, and community based organizations. The local PICs provide strategic planning, policy development/guidance, and program oversight to the local SDA, especially in terms of the development of the local Job Training Plan which covers a two-year period. The local plan is submitted to the Governor for review and approval prior to program implementation.

Each of the local SDA Job Training Plans are consolidated into the Governor's Coordination and Special Services Plan which is forwarded to the Secretary of Labor, describing the use of all JTPA resources provided to the State and its service delivery areas for a two-year period. The State Plan also evaluates the success of the program over the previous two-year period.

The Local SDA and State Plans are public access documents and are generally available for inspection through either the local SDA office, the designated State JTPA Agency, or the Governor's Office. It is strongly recommended that these documents be reviewed prior to undertaking any resource development efforts in the JTPA area.

Title I - Job Training Partnership

Authorizes the establishment of the SJTCC, Service Delivery Areas, Private Industry Councils and the Administrative Entity structures. This Title establishes funding allocation guidelines in the areas of administration (15%), training (70%), and supportive services (15%). Provisions are also made for state and local planning, policy guidance, monitoring, program evaluation and oversight under this title.

Title II - Part A - Subparts 78%, 8%, and 3%

Authorizes and sets requirements for training, placement, and other training related services for economically disadvantaged youth and adults. The programming which is authorized through this Title and its subparts is established on a local level through the Local Job Training Plan and is approved by the Governor. Services under Title II-A are targeted at economically disadvantaged individuals, however, up to 10% of the participants served may be excluded from economic guidelines based upon identifiable barriers to employment.

Each state allocates 78% of its Title II-A funds to the local SDAs for the delivery of training and placement services to youth ages 14 through 21 (both in-school and out-of-school) and adults ages 22 through 54. The SDAs in conjunction with their respective PICs subcontract with local agencies, including community and technical colleges for the delivery of pre-employment skill and occupational training, literacy, customized training, counseling, exemplary youth programming, job search and job placement services. Specific service needs are established by the PIC and SDA and are identified in the Local Job Training Plan. It should be noted that identified training needs are generally based upon local labor market demands, and that under Title II-A, the "bottom line" measure of success, as is the case in all of JTPA is job placement. The total Title II-A allocation (actual) for JTPA Program Year (PY) 1990 is $1,744,808,000, of which $1,360,950,240 is for Subpart 78%. PY'91 funding levels under Title II, Part A, are not yet available.

A total of 8% of each state's Title II-A allocation is utilized for the purposes of state and local education coordination. Training, literacy and placement services are provided to eligible participants (ages 22 through 54) through cooperative agreements between State education agencies, administrative entities in the local SDAs and local educational agencies. Community and technical colleges are highly recommended to pursue the availability of this funding through their local SDAs or the State Education Agencies. The actual 8% allocation for PY'90 is $139,584,640. The PY'91 proposed 8% allocation level is not yet available.

Each state allocates 3% of its Title II-A funds for the provision of services to Older Individuals. Funds that are available under this Subpart are depicted in the Local Job Training Plan, and are to be used for the training and placement of older individuals for employment opportunities with local private business concerns. Services under this Subpart are restricted to economically disadvantaged individuals who are at least 55 years of age. Community and technical colleges are strongly encouraged to pursue funding opportunities under this Subpart. The actual 3% allocation for PY'90 is $52,344,240. The 3% allocation for PY'91 is not available at this time.

Title II Part B - Summer Youth Employment and Training Programs

Authorizes and sets requirements for the establishment and operation of programs that are designed to enhance the basic educational skills of youth, encourage school completion (or enrollment in alternative educational settings), and provide eligible youth with exposure to the world of work. Funds available under this Part may be used for basic and remedial education, work experience, employment counseling, pre-employment skills and occupational classroom training, placement services, job search assistance and other approved activities. Programming under this Part is depicted in the Local Job Training Plan and is based upon the written program goals and objectives that have been established by the local PIC.

Services are restricted to the summer months, however, the Department of Labor has been seeking changes in the legislation which would allow the delivery of year-round youth programs under Title II, Part B. While these changes were originally proposed in the amendments to the Act, which ultimately were not signed into law, the administration may still seek to make these changes through regulatory action in late PY'90 or early PY'91. The total allocation for Title II Part B in PY'90 was $709,433,000. The projected PY'91 allocation was unavailable in January, 1991, at the time this report was finalized.

The proposed amendments to JTPA would have eliminated youth services under Title II, Part A, Subpart 78% and would have established Title II, Part B as a year-round program with a variety of activities being authorized for services to a target population of out-of-school and at-risk youth, ages 16 to 21 (and possibly through age 24). As previously indicated, the administration may still attempt to implement these changes through regulatory changes during late PY'90 or early PY'91.

Title III - Employment and Training Assistance for Dislocated Workers

As part of the Omnibus Trade and Competitiveness Act (OTCA) of 1988, Title III of the JTPA Act was amended to establish a new worker adjustment program, and substantially revised the existing Trade Adjustment Assistance (TAA) program under Chapter 2 of Title II of the Trade Act of 1974. In addition, the amendment established the Worker Adjustment and Retraining Notification Act (WARN), which requires mandatory advance notice in certain cases of plant closings and mass lay-offs.

The Economic Dislocation and Workers Adjustment Assistance (EDWAA) Program, amended Title III by creating new training programs and employment services for eligible workers. Significant provisions, as compared to the earlier Title III program, included a new delivery system, a system of rapid response units to provide assistance to workers and communities undergoing major lay-offs, and a number of new and innovative approaches to serving dislocated workers. Regulations for this

program were established in late 1988, with EDWAA being implemented on July 1, 1989. The PY'90 allocation is $463,603,000 of which $91,734,814 is held in the Secretary's Reserve account. Under the previous Title III provisions matching funds were required, EDWAA eliminates all matching fund requirements.

The Trade Adjustment Assistance (TAA) Program is primarily administered through each state's Employment Security System, and was amended through Part 3, Subtitle D of Title I in OTCA. The program provides benefits and services for workers displaced from their jobs due to imports. Significant changes included requirements for active participation in training, expansion of potential eligibility for certain gas and oil industry workers, and provisions for increased coordination with other training and employment programs.

Community and technical colleges are strongly encouraged to meet with local employment security agency representatives regarding this program, as training vouchers are often issued to eligible workers which allow them to seek training or retraining services. A total of $5,692,000 in funds will funds will be available through this program during FY'91.

The Worker Adjustment and Retraining Notification (WARN) Act requires that, with certain exceptions, companies with at least 100 workers give 60 days or more advance notice of a plant closing that would affect 50 or more full-time workers, or a six month or longer lay-off that would affect at least one-third of the workforce (or 500 workers). It should be noted that as a result of this enactment, each state must establish a "Rapid Response Team" that will immediately begin to design services to meet the employment, training, education, and supportive services needs of the affected employees prior to the occurrence of the actual dislocation. WARN does not provide any funds for these activities and no funds are authorized nor allocated for the program. Effective in PY'89 Rapid Response Team activities are covered through the amended JTPA Title III program with up to 40% of each state's allocation being used at the governor's discretion for rapid response activities.

For further information regarding these programs contact:

Hugh Davies, Acting Director
Office of Employment and Training Programs
(202) 535-0525

<u>TITLE IV - Part A - Native American Programs</u>

Authorizes employment, training, and other related activities for economically disadvantaged Indian, Alaskan Native, and Hawaiian Native communities and individuals. In PY'90 a total of $58,996,000 is available under this Part, little of which is projected for use by community or technical colleges.

Title IV - Part A - Migrant Farm Workers

Authorizes employment, training, and other related activities for seasonal and migrant farm workers. In PY'90 a total of $70 million is available, with no direct funding being made available to community or technical colleges.

Title IV - Part B - Job Corp

Allocates $813,689,000 for 107 centers throughout the country to provide residential educational/vocational training programs for disadvantaged youth between the ages of 16 and 21. Community and technical colleges should contact their local center to develop contracts for the educational/vocational training components. This agency accepts unsolicited proposals for any new, innovative Job Corps projects which may strengthen the overall program.

Title IV - Part C - Veterans' Employment Programs

Authorizes services to meet the employment and training needs of service-connected disabled veterans, veterans of the Vietnam era, and veterans who are recently separated from the military service. A total of $9,474,000 in funds is authorized for PY'90. Funds may increase in this program at the conclusion of the military's Operation Desert Storm activities in the Middle East, as large numbers of veterans return to the States. Community and technical colleges should contact their State Job Training Coordinating Council (SJTCC) for more information regarding this program and fund availability within the state.

Title IV - Part D - National Activities (Research, Evaluation, Pilot, and Demonstration Programs)

Authorizes research, evaluation, pilot and demonstration projects. The current plans are to implement approximately 15-20 new projects during PY'90. These projects will address specific issues related to enhancing the quality of work, the productivity of workers, and labor market efficiency into the 21st century. Among the subject areas that have been identified for PY'90 are Workforce 2000, Youth Services, Workplace Literacy, Worker Adjustment/Adult Programs, Homeless Services and overall improvements to the Employment and Training System. The PY'90 allocation for Title IV Part D is $30,887,000.

SECTION II - DEPARTMENT OF LABOR FACT SHEETS

JTPA AND EDWAA

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# U.S. Department of Labor
# Program Highlights

Fact Sheet No. ETA 90-6

## JOB TRAINING PARTNERSHIP ACT

**What is the Job Training Partnership Act?**

The Job Training Partnership Act (JTPA) provides job and training services for economically disadvantaged adults and youth, dislocated workers, and others who face significant employment barriers. The Act, which began operation on October 1, 1983, aims to move the jobless into permanent self-sustaining employment.

State and local governments have primary responsibility for the management and administration of job training programs under JTPA. Governors have approval authority over locally developed plans and are responsible for monitoring program compliance. In addition, public/private partnerships design training programs and deliver job and training services.

**What is meant by "Partnership"?**

Title I of JTPA's five titles describes the coordination which takes place between state governments and the business community in order to produce partnerships between those who administer the Act and those who know about private sector job requirements. The coordination includes the following elements:

State Job Training Coordinating Councils (SJTCCs) - formed by governors to provide recommendations on training components of the Act and to play a critical role in planning employment services authorized by the Wagner-Peyser Act.

Service Delivery Area (SDAs) - designated by governors to receive federal job training funds. Among the areas automatically eligible to be SDAs are units of local government with populations of 200,000 or more.

Private Industry Councils (PICs) - appointed by local elected officials to plan job training and employment programs at the SDA level. PICs serve as key mechanisms for bringing representatives from various segments of the private sector into the active management of job training programs. PIC membership includes representatives from business, educational agencies, organized labor, rehabilitation agencies, community based organizations, economic development agencies and public employment services. The majority of a PIC's members must represent business and industry within the SDA, and the PIC chairperson must be a business representative.

**What Training Services are Available?**

Title II-A provides for training services for the disadvantaged through block grants to states to support local training and employment programs. States are responsible for further allocating funds to SDAs in their states and for overseeing the planning and operation of local programs.



This is one of a series of fact sheets highlighting U.S. Department of Labor programs. It is intended as a general description only and does not carry the force of legal opinion.

Title II-B provides economically disadvantaged youth with employment and training services during the summer months. These services include basic and remedial education, institutional and on-the-job training, work-experience programs, and supportive employment services.

Title III provides employment and training assistance for dislocated workers. Workers who lose their jobs due to mass layoffs or plant closings, long-term unemployed persons, or workers who have lost their jobs due to imports can take advantage of the following services: Early intervention programs, training, job search assistance, support services, and relocation assistance. State matching funds are required under this Title except where the state unemployment rate exceeds the national average.

In August 1988, Congress passed several pieces of legislation affecting Title III and providing a comprehensive approach to worker dislocation.

First, the Worker Adjustment and Retraining Notification (WARN) Act requires advance notice of plant closings or mass layoffs. Such notice allows affected workers, their unions, local governments, and state dislocated worker units to begin the process of returning these workers to productive jobs in a timely manner.

The Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act replaces the previous Title III of JTPA. It provides for improved service-delivery systems and rapid response units in each state.

Finally, related changes were made to Trade Adjustment Assistance (TAA), which is authorized by the Omnibus Trade Act to provide benefits and services to workers dislocated due to imports. These changes require that such services include training and that there be closer coordination with other employment and training programs.

Title IV - authorizes federal programs for Native Americans, migrant and seasonal farm workers, and veterans. This title also authorizes the Job Corps; the National Commission for Employment Policy; and nationally administered programs of technical assistance, labor-market information, research and evaluation, and pilots and demonstrations.

Title V - amends the Wagner-Peyser Act of 1933, which authorizes Federal-State Employment Service programs.

**How Can I Get Further Information?**

Write to Office of Employment and Training Programs, Room N-4469, U.S. Department of Labor, 200 Constitution Ave., N.W., Washington, D.C. 20210; or call the appropriate state government listings in your telephone directory under such names as Employment and Training, Human Resources, Employment Service, Job Service, or Employment Security Commission.



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# U.S. Department of Labor
# Program Highlights

Fact Sheet No. 89-15

## ECONOMIC DISLOCATION AND WORKER ADJUSTMENT ASSISTANCE ACT (EDWAA)

The Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) replaces Title III of the Job Training Partnership Act (JTPA). It is part of a comprehensive approach to assisting dislocated workers that also includes provisions of the Worker Adjustment and Retraining Notification Act (WARN) and the Trade Adjustment Assistance (TAA) program.

ELIGIBILITY: Dislocated workers whose employment loss means they are unlikely to return to their previous industries or occupations are eligible for assistance under EDWAA. This includes workers who lose their jobs because of plant closings or mass layoffs; long-term unemployed persons with limited local opportunities for jobs in their fields; and farmers, ranchers and other self-employed persons who become jobless due to general economic conditions or natural disasters. Under certain circumstances, displaced homemakers may also be eligible for EDWAA assistance.

SERVICE STRUCTURE: EDWAA has a local service-delivery system through which substate areas and grantees are designated for the purpose of providing assistance to dislocated workers under Title III of JTPA.

The Governor of each state is responsible for overall administration and management of the program, including the establishment of systems to respond rapidly to major worker dislocations.

SERVICES PROVIDED: EDWAA emphasizes a comprehensive, timely array of retraining and re-employment services, tailored to workers' individual needs, including long-term job preparation. Major activities and services under EDWAA include:

* Rapid Response. This is the primary responsibility of the state's Dislocated Worker Unit (DWU), which must be alerted to the plant closings and mass layoffs covered under WARN. When the DWU obtains information about major dislocations, it responds with on-site services to assist workers facing job losses. The DWU may also help to set up a labor-management committee at the worksite (and/or assist in efforts to avoid job losses).

* Retraining Services. These include classroom, occupational skills and/or on-the-job training. Basic and remedial education, entrepreneurial training and instruction in literacy or English-as-a-second-language may be provided.

This is one of a series of fact sheets highlighting U.S. Department of Labor programs. It is intended as a general description only and does not carry the force of legal opinion.

* Needs Related Payments. If eligible for EDWAA assistance, dislocated workers who have exhausted their unemployment insurance (UI) may receive needs-related payments to help them complete training. Payments may not exceed the individual's UI benefits or the poverty level, whichever is higher.

To qualify, participants must be enrolled in training by the end of the 13th week of their initial UI benefit period (or by the end of the eighth week after being informed that a supposed short-term layoff will exceed six months). An eligible worker who does not qualify for UI must be participating in a training or education program in order to receive needs-related payments.

* Certificates of Continuing Eligibility. Substate grantees may issue these certificates to EDWAA-eligible workers for use in two distinct ways: (1) to defer the start of retraining, or (2) to permit workers to seek out and obtain their own retraining. The alternative training must be approved by the substate grantee.

* Reemployment Services. These include: outreach and intake; development of individual readjustment plans; labor market information; job development; job search and placement; supportive services; relocation assistance and pre-dislocation readjustment programs.

FOR FURTHER INFORMATION: Contact the local government agency in your area that administers the Job Training Partnership Act (JTPA), your nearest state Job Service office, or any of the U.S. Department of Labor's 10 regional Employment and Training Administration (ETA) offices in Boston, New York, Philadelphia, Atlanta, Chicago, Dallas, Kansas City (Mo.), Denver, San Francisco and Seattle.

Information about EDWAA is also available from the Office of Employment and Training Programs, ETA, U.S. Department of Labor, Washington, D.C. 20210 (Phone 202-535-0577. This is not a toll-free number.)



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SECTION III - TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 6-89 - COVERING JTPA AND JOBS PROGRAM COORDINATION

| U.S. Department of Labor<br>Employment and Training Administration<br>Washington, D.C. 20210 | CLASSIFICATION<br>JTPA/JOBS |
|---|---|
| | CORRESPONDENCE SYMBOL<br>TDCP |
| | DATE<br>April 10, 1990 |

TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 6-89

FROM: ROBERTS T. JONES
Assistant Secretary of Labor

SUBJECT: Job Training Partnership Act Program Coordination with the Job Opportunities and Basic Skills Training Program

1. Purposes. To provide: (a) information and reference materials on the Job Opportunities and Basic Skills (JOBS) program, including features that impact on activities and responsibilities under the Job Training Partnership Act (JTPA); and (b) policy guidance regarding the role that the JTPA community, particularly the State job training coordinating councils (SJTCCs) and private industry councils (PICs), should play in JOBS.

2. References.

   a. Family Support Act (FSA) of 1988, Sections 203, 482, 483, 484, 485 and 486.

   b. Job Training Partnership Act, as amended.

   c. Training and Employment Guidance Letter (TEGL) No. 2-89, dated January 12, 1990.

   d. Final JOBS regulations published in the Federal Register on October 13, 1989 (copy attached).

   e. Proposed Joint Department of Labor (DOL)-Department of Health and Human Services (DHHS) JOBS regulations published in the Federal Register on April 19, 1989 (copy attached).

   f. JTPA-Welfare Linkages chapter of the JTPA Advisory Committee's Final Report, "Working Capital: Coordinated Human Investment Directions for the 90's," dated October 1989 (copy attached).

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3. Background. Final regulations for the JOBS program were published in the Federal Register on October 13, 1989, one year after the President's signing of the Family Support Act (FSA) of 1988. To date 27 States have implemented the JOBS program, with implementation in all remaining States mandated by October 1, 1990. The JOBS program is designed to assure that families receiving Aid to Families with Dependent Children (AFDC) obtain education, training, and employment that will help them achieve self-sufficiency. While many Regions and States are already involved to differing degrees in JOBS implementation, the Department is providing this guidance in recognition of the need to stress its commitment to cooperative implementation. Attached to this TEGL for your reference is a copy of these JOBS regulations, as well as two documents which describe and highlight the major provisions of this program.

Administered by the Assistant Secretary for Family Support in the Department of Health and Human Services (DHHS), the JOBS program includes a number of specific areas for collaboration between DHHS and DOL, as well as for coordination at the State and local levels by agencies administering JOBS programs, JTPA, Employment Service (ES), and other employment and training programs. Attached to this TEGL for your reference is the JTPA-Welfare Linkages chapter of the JTPA Advisory Committee's final report which discusses coordination and linkages with the welfare system.

In addition, Secretary Dole has met with Secretaries Sullivan and Cavazos and assured them of her commitment to the coordination of human resource development programs and the commitment of the Department's employment and training system to work as an active partner with the welfare system and the education system in the implementation and operation of the JOBS program. To this end, the Employment and Training Administration (ETA) Regional Administrators have been asked to work closely with their Family Support Administration (FSA) Regional Office counterparts.

As part of its overall commitment to coordination, the Department has also executed an interagency agreement with DHHS, and the Department of Education (ED) for coordinated JOBS technical assistance (TA). (A copy

of this agreement is attached.) This agreement also authorizes joint funding and shared responsibility of DOL, DHHS, and ED for competitive contracts to provide TA and training to States and to Indian Tribes and Alaska Native Organizations in implementing or improving their JOBS programs. The primary mechanism for the above mentioned TA will be this 3-year contract, funded in part by the Department. Currently, bids on this contract are being solicited by a request for proposal.

4. Coordination and Consultation. The JOBS legislation contains a number of provisions designed to assure the coordination of JOBS with JTPA in order to provide comprehensive services to welfare recipients while preventing duplication of services. For example, the Governor must assure that program activities under JOBS are coordinated with the JTPA programs. Appropriate components of the State JOBS plan which relate to job training and work preparation must be consistent with the coordination criteria specified in the Governor's Coordination and Special Services Plan (GCSSP) under JTPA. The JOBS plan must also contain a description of the State IV-A agencies' efforts to coordinate with other agencies including, but not limited to, JTPA, the Employment Service, basic and adult education programs, programs under the Carl D. Perkins Vocational Education Act and other vocational services, and other human development programs.

   a. SJTCC Role. The State JOBS plan must be reviewed by the SJTCC at least 60 days prior to its submission to the DHHS Secretary. In addition, State IV-A agencies which administer the JOBS programs have been encouraged by DHHS to meet regularly with the SJTCC regarding the planning and implementation of JOBS to identify common JOBS-JTPA activities and services, and to develop a coordinated, or ideally an integrated, strategy which ensures that eligible AFDC recipients receive training and employment services in an effective, non-duplicative manner. Once such coordination is implemented in the planning period, it is important that these regular meetings are continued during the implementation phase in order to respond to operational problems.

The SJTCC should initiate contacts with the State IV-A agency if it has not already done so in order to establish this kind of on-going institutional coordination. The establishment of coordination at the State level will set an important example for local JTPA and JOBS agencies and will encourage coordination at the local level. It will also serve as a basis both for building trust and for exploring ways in which joint activities can achieve joint objectives. SJTCCs are also encouraged to add the State IV-A agency director to their membership if this is not presently the case.

b. PIC Role. The Family Support Act assigns PICs a fundamental role in local JOBS programs. The PICs consult with the IV-A agency about the development of arrangements and contracts under JOBS and identify and provide advice on the types of jobs that are available, or are likely to become available, in the service delivery area (SDA). The provision of this labor market information will assist the IV-A agency to ensure that JOBS provides training for the types of jobs which are, or are likely to become, available in the area, and that resources are not expended on training for jobs which are not likely to be available.

The local relationship between the PIC and the welfare agency at the county or local level is key to the success of the coordination efforts within the SDA. Since, pursuant to the legislation, the PIC must be consulted on the development of arrangements and contracts under JOBS, the PIC plays a crucial role in promoting a successful local JOBS program. As an example, given its experience with employment and training contractors in the area, the PIC can provide invaluable guidance to the local welfare agency in the selection and evaluation of service providers. PICs should also provide available labor market information either through the Job Service or directly to the local welfare agency. In order to facilitate JOBS/JTPA coordination, the PIC should develop a JOBS strategy in cooperation with the local IV-A agency and incorporate this strategy in its Job Training Plan submitted to the State as well as provide a copy of this Plan to the local welfare agency. In order to further facilitate coordination, PICs are encouraged to include the local or county IV-A JOBS administrators as members of the PIC.

5. Maintenance-of-Effort. The JOBS legislation and regulations clearly provide that Federal JOBS funds are not to be used to replace non-Federal funds to pay for services and activities (including education, training, and employment activities) that are otherwise available on a non-reimbursable basis. State and local funding for the purpose of the JOBS program must not be less than expenditures incurred in Fiscal Year 1986 for education, training, employment activities, and related supportive services dedicated to assist AFDC individuals to become self-sufficient. In addition, the State IV-A agency may not contract to pay for services which are already available at no cost. It can pay for additional services which are added to the existing range of services available or for completely new services. Because of this provision, the State IV-A agency will need to assess the types of services previously provided before determining how to proceed with contracting.

   Therefore, in seeking JOBS-funded contracts, JTPA administrators need to evaluate the nature and level of services provided to welfare recipients in previous years as well as in the current program year. Administrators also will need to assess whether the services they are providing or propose to provide are appropriate for the target populations identified in the Family Support Act. Further, the JTPA agency must assure compliance with Section 203(b)(3) of the Act regarding equitable service to welfare recipients. The JTPA program is not to be considered as a presumptive deliverer of JOBS services. Instead, like any other service provider in the community, the JTPA agency must approach the IV-A agency with proposed new or expanded services for welfare recipients in order to receive JOBS funds.

6. Program Contracting. The IV-A agency may contract a wide range of services and activities such as orientation, testing and JOBS employment and training component activities and services. The decisions whether to procure services or not, and the parameters of such procurements are State or county decisions, depending upon the extent to which contracting authority has been delegated to counties by the State. Accordingly, the extent to which contracting is used will differ from State to State and/or county to county.

The State IV-A agency must maintain overall responsibility for the design and operation of the program and may not delegate to other than its own officials functions involving discretion in the administration or supervision of the program. Certain JOBS functions and activities which involve decisionmaking with regard to individual participants, such as assessment and case management, may be performed by entities other than the IV-A agency, so long as it is undertaken according to policies, rules and regulations of the State IV-A agency. While they may not review, change, or otherwise substitute their judgment for that of the IV-A agency, the other entities may have broad responsibilities regarding the operation of these programs within the parameters established by the IV-A agency.

7. Misinformation vs. Fact. As discussed in the JTPA-Welfare Linkages chapter of the JTPA Advisory Committee's final report, "Working Capital: Coordinated Human Investment Directions for the 90's," managers and staff in both the JTPA and welfare communities may have negative and often incorrect views of the goals, practices, and constraints of the other system. They may also be unfamiliar with or cautious regarding the ability and objectives of the other system. Moreover, much of the information that they do have may be negative, inaccurate and based on stereotypes, and misperceptions rather than fact. Before a productive cooperative working relationship can be developed between the JTPA and welfare communities, these misperceptions must be replaced with facts concerning welfare and JTPA programs and participants. The JTPA and JOBS programs share similar formal goals: eliminating barriers to employment; increasing employment and earnings; reducing welfare dependency; and upgrading basic and vocational skills, with the objective of getting people better jobs and reducing long-term poverty. JTPA does provide long-term intensive services and does serve welfare recipients. On the other side, JOBS participants are not unemployable individuals who do not want to work. They have similar characteristics and have the same employment and training needs as the JTPA participants.

The attached JTPA-Welfare Linkages chapter of the Advisory Committee's final report "Working Capital" contains a number of specific recommendations to facilitate coordination between the JTPA and welfare systems. It discusses the key steps which should be taken at the local, State, and Federal levels to facilitate collaborative planning.

8. Timetable for JOBS and JTPA Planning. The remaining States which have not yet implemented the JOBS program may submit JOBS plans anytime prior to October 1, 1990, for implementation to begin the first of any fiscal year quarter.

For the 27 States which are currently operating JOBS programs, interim JOBS plans have been reviewed by the SJTCCs and approved by DHHS. These States are required to submit new JOBS plans within 90 days of the date that JOBS plan preprints (the printed JOBS plan formats) are issued by DHHS. However, these plan preprints will only be reviewed by the SJTCCs if there are substantial changes to the interim plan. For the States which implement JOBS after the plan preprints become available, these plans will have to be reviewed by the SJTCCs prior to their submittal to DHHS.

Following the initial implementation of JOBS, States must submit a biennial update of the JOBS plan. The biennial update, which must be submitted to DHHS for approval 90 days prior to the date it is to become effective, is considered to be a new plan and must also be reviewed by the SJTCC. Each State must submit its first biennial update by July 1, 1992, for the period beginning October 1, 1992. Alternatively, a State may submit its first update by April 1, 1992, for the period beginning July 1, 1992. This would put JOBS on the same 2-year operating cycle as JTPA.

The decision to allow the States flexibility to choose to operate their programs on other than a fiscal year basis removes an administrative barrier to cooperation between JOBS and JTPA. If the State does determine to operate JOBS on a program year basis, the SJTCC and PICs should be prepared to provide any necessary assistance in the planning process during the latter part of 1991 since the final plan is due to the SJTCC for review by February 1, 1992. This will mean that the GCSSP for PY 1990 and PY 1991 should be

shared with the State IV-A agency early in the JOBS update planning process as well as the revised coordination criteria which will be incorporated in the GCSSP for PY 1992 and PY 1993. This timetable will also ensure that JOBS-JTPA coordination can be clearly described in the GCSSP which will be submitted to DOL May 1, 1992.

9. Inquiries. Direct inquiries to Hugh Davies at (202) 535-0580.

10. Attachments.

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